

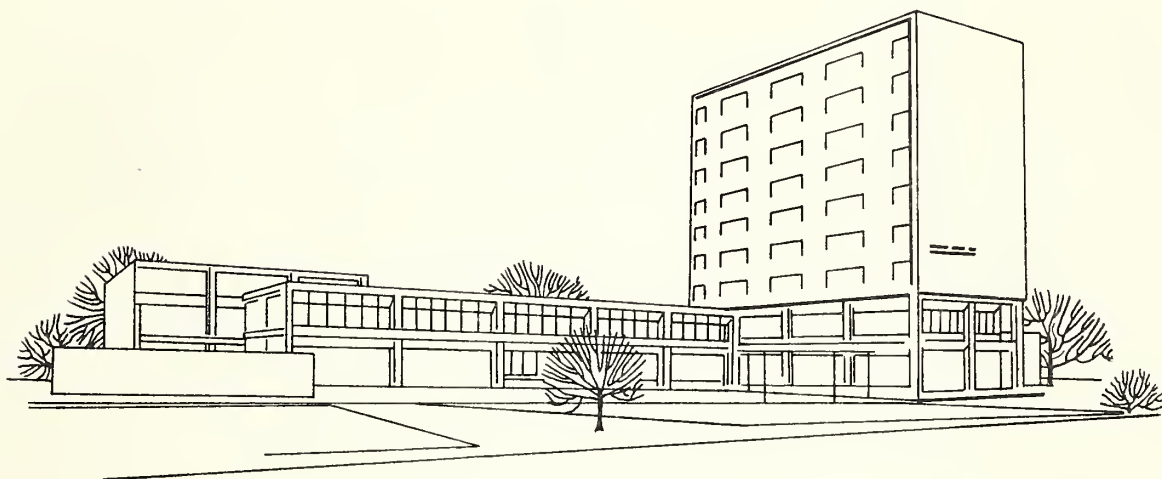
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# SEMINAR IN EXECUTIVE DEVELOPMENT

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#### THE COVER

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The picture reflected on the cover is that of the Nebraska Center for Continuing Education, University of Nebraska, Lincoln, Nebraska.



## INTRODUCTORY





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FOREWORD

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This publication contains the highlights of the Seminar in Executive Development conducted at the Nebraska Center for Continuing Education, University of Nebraska, November 11-16, 1962. The material presented herein was edited by an Editorial Committee of Seminar participants and was published as a part of the conference.

Three days of the Seminar were devoted to exploring three levels of agricultural involvement--the world community of nations, the national community of special interests, and the community of U. S. Department of Agriculture agencies. A fourth day was devoted to probing into the response of the individual to his commitments, obligations and authorities in an oft-bewildering complexity of overlapping and conflicting purpose-oriented communities which wake up the world.

This Seminar represented something of a departure from the usual "training" session dealing with management skills and techniques. It was deliberately designed to establish some valid ground for doubts, to point out some regions of real unknowns, and to suggest a framework for more encompassing programs of self-improvement. It emphasized the need for broadened horizons of job environment to provide for proper response, in terms of program planning and directing, to the long-range, wide-range needs of a changing world society.

The Seminar is one of a continuing series of management endeavors of the Department aimed at creating better managers for a better public service.



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## ACKNOWLEDGMENT

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Mr. William Bowmaster, Program Co-ordinator, Nebraska Center, was instrumental in the success of the week-long conference conducted at the Nebraska Center, Lincoln, Nebraska. His efforts toward providing not only speakers and photographers, but adequate housing and space for conference sessions is deeply appreciated.

We wish to acknowledge the willing response beyond the normal days schedule of activities of the Editorial Board, who are responsible for the design and compilation of this report. Members of this board are Charles C. Fancher, ARS; John R. McClung, FHA; Roy E. Jones, ASCS; John T. Koen, FS and William B. Davey, SCS.

The splendid work and cooperation of Mr. Joseph Tresnak, State Executive Director, ASCS, Lincoln, Nebraska and his immediate staff who made possible the reproduction of this report.





Special recognition is given to our four participant evaluators, Charles F. Kiefer, MOS; William L. Popham, ARS; Adam Stewart, FHA and Maurice P. Ward. These individuals played a major role in the guidance of the day-to-day efforts of the conference. The evaluators contribution to the session caused the sessions to develop beyond merely a training exercise.





Acknowledgments are made on the part of the entire Department of Agriculture who express their sincere thanks and appreciation for the fine leadership, direction and guidance given by Mr. Loyd M. LaMois and Miss Diana M. Westcott.





SEMINAR PARTICIPANTS  
BY AGENCY, NAME, AND POSITION

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AGENCY	NAME	POSITION
HOT SPRINGS NATIONAL PARK, ARKANSAS		
FS	John T. Koen	Forest Supervisor
LITTLE ROCK, ARKANSAS		
SCS	William B. Davey	State Conservationist
FHA	Herman H. Hankins	State Director
OGC	Patrick C. Murphy	Attorney Advisor
ATLANTA, GEORGIA		
FS	Alvis Z. Owen	Forester
CHICAGO, ILLINOIS		
AMS	James L. Dizikes	Chemist-in-charge
AMS	Maurice P. Ward	Director
PEORIA, ILLINOIS		
ARS	Myrtle Mohagen	Asst. to Director for Management
DES MOINES, IOWA		
ASCS	James W. Croghan	State Executive Director
FHA	Gene L. Hoffman	State Director
SALINA, KANSAS		
SCS	Morrie A. Bolline	State Conservationist
TOPEKA, KANSAS		
SRS	John L. Wilson	Agricultural Statistician
ALEXANDRIA, LOUISIANA		
FS	Ray W. Brandt	Forest Supervisor
BATON ROUGE, LOUISIANA		
EXT.	Carl E. Kemmerly, Jr.	Assistant Director

NEW ORLEANS, LOUISIANA

ASCS	Willard H. Hillis	Assistant to the Director
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CASS LAKE, MINNESOTA

FS	John H. VonBargen	Forest Supervisor
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MINNEAPOLIS, MINNESOTA

ASCS	Douglas Larson	Supervising Grain Marketing Specialist
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GULFPORT, MISSISSIPPI

ARS	Charles C. Fancher	Regional Supervisor
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COLUMBIA, MISSOURI

FHA	James Everett Jose	State Director
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KANSAS CITY, MISSOURI

ASCS	Roy E. Jones	Deputy Director
ASCS	Thomas J. Lanners	Deputy Director

LINCOLN, NEBRASKA

ARS	Keith E. Gregory	Research Geneticist (Animal), Univ. of Nebraska
FHA	Heasty W. Reesman	State Director
ASCS	Joseph A. Tresnak	State Executive Director

BISMARCK, NORTH DAKOTA

FHA	John R. McClung	State Director
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FARGO, NORTH DAKOTA

ASCS	Arnold S. Bjorlie	State Executive Director
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CUSTER, SOUTH DAKOTA

FS	John A. Rundgren	Deputy Supervisor
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HURON, SOUTH DAKOTA

FHA	Arlo G. Swanson	State Director
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TEMPLE, TEXAS

ASCS	Roy L. Neal	Assistant Chief
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WASHINGTON, D.C.

MOS	Charles F. Kiefer	Executive Director
ARS	Harold Charles King	Chief Staff Officer
ARS	William L. Popham	Deputy Administrator
CSESS	Clifford M. Ringuette	Administrative Officer
SRS	Richard J. Schrimper	Acting Head, Prices Received Section
FHA	Odom Stewart	Assistant to the Administrator





Participants of the Seminar in Executive Development,  
Lincoln, Nebraska, November 11-16, 1962





General session of the Seminar in Executive Development,  
Norfolk Room, Nebraska Center, November 11-16, 1962





## AGENDA



Sunday, November 11, 1962

2:30 p.m. Registration, 2nd Floor Lobby

All sessions will be held on the 2nd floor.

3:00 p.m. Opening Session - Norfolk Room

Introductions - Participants

Welcome - Dr. A. B. Ward, Head, Department of  
Conferences, Nebraska Center

Orientation - Mr. L. M. LaMois, Seminars in Executive  
Development, Coordinator

4:00 p.m. Conference Group Get-Acquainted Sessions

Monday, November 12, 1962

Presiding, Mr. Charles Kiefer  
Executive Director of M.O.S.

"AGRICULTURE IN A COMMUNITY OF NATIONS"

9:00 a.m. The USDA -- Its Programs and Goals  
Mrs. Dorothy H. Jacobson, Assistant to  
the Secretary

10:20 a.m. Coffee

10:45 a.m. Agriculture in the World  
Dr. Howard W. Ottoson, Chairman,  
Department of Agricultural Economics,  
University of Nebraska

12:00 Noon Lunch

1:30 p.m. Problem Centered Conference Sessions  
Norfolk, Minden and Alliance Rooms

3:45 p.m. Coffee

4:10 p.m. Assembled Reports and Open Forum Discussion  
Norfolk Room

Tuesday, November 13, 1962

Presiding, Mr. William Popham  
Deputy Administrator of A.R.S.

"THE U.S. ECONOMY - A COMMUNITY OF SPECIAL INTERESTS"

9:00 a.m.	<u>Industry's Role and Share in Economic Growth in America</u> Mr. W. A. Clithero, Industry Representative, International Business Machines Corporation, Chicago
	<u>Labor's Role and Share in Economic Growth in America</u> Mr. John Fryer, Research Director United Packinghouse Food and Allied Workers, Chicago
	<u>Agriculture's Role and Share in Economic Growth in America</u> Dr. William Colwell, Chairman, Governors Committee on Public Relations in Agriculture; Owner, Pepper Creek Ranch, Hay Springs, Nebraska
10:20 a.m.	Coffee
10:45 a.m.	Open Forum Discussion of Economic Growth in America Panel Members and Participants
12:00 Noon	Lunch
1:30 p.m.	Problem Centered Conference Sessions Norfolk, Minden and Alliance Rooms
3:45 p.m.	Coffee
4:10 p.m.	Assembled Reports and Open Forum Discussions Norfolk Room

Wednesday, November 14, 1962

Presiding, Mr. Odom Stewart  
Assistant to the Administrator, F.H.A.

"THE USDA - A COMMUNITY OF AGENCIES"

9:00 a.m.	<u>Organizational Change</u> Mr. Frank H. Spencer, Deputy Administrator, Agricultural Research Service
10:20 a.m.	Coffee
10:45 a.m.	<u>Current Organizational Problems of the Department</u> Mr. Charles Kiefer Executive Director of MOS
12:00 Noon	Lunch
1:30 p.m.	Problem Centered Conference Sessions Norfolk, Minden and Alliance Rooms
3:35 p.m.	Coffee
4:10 p.m.	Assembled Reports and Open Forum Discussions Norfolk Room

Thursday, November 15, 1962

Presiding, Mr. Maurice Ward  
Regional Director A.M.S.

"NEW RESOURCE AREAS IN MANAGEMENT"

9:00 a.m.      The Philosophers and Management  
                 Dr. Charles H. Patterson, Professor of  
                 Philosophy, University of Nebraska

10:20 a.m.      Coffee

10:45 a.m.      Management in Literature  
                 Dr. Walter F. Wright, Assistant Dean,  
                 College of Arts and Sciences,  
                 Professor of English, University of Nebraska

12:00 Noon      Lunch

1:30 p.m.      Religion and Values in Management  
                 Rev. Sidney Lovett, Pastor, Rock Springs  
                 Congregational Church, Arlington, Virginia

2:50 p.m.      Coffee

3:15 p.m.      "In The Pursuit of Happiness" -- Film

6:30 p.m.      Dinner - Grand Island Room

                 "The Broadened Outlook"  
                 Dr. A. B. Ward

                 Diplomas, Dr. Ward

                 Closing Comments  
                 Mr. LaMois

Friday, November 16, 1962

Presiding, Mr. LaMois

"EVALUATION"

8:30 a.m.      Problem Centered Conference Sessions  
                 Norfolk, Minden and Alliance Rooms

10:20 a.m.      Coffee

10:45 a.m.      Report and Discussion - Norfolk Room

                 Closing Comments - Mr. LaMois

UNITED STATES DEPARTMENT OF AGRICULTURE  
SEMINARS IN EXECUTIVE DEVELOPMENT  
Lincoln, Nebraska  
November 11-16, 1962

SEMINAR GROUPS

Group A

Arnold S. Bjorlie, (ASCS), Fargo, North Dakota  
Morrie A. Bolline, (SCS), Salina, Kansas  
Charles C. Fancher, (ARS), Gulfport, Mississippi  
Herman H. Hankins, (FHA), Little Rock, Arkansas  
James E. Jose, (FHA), Columbia, Missouri  
William L. Popham, (ARS), Washington, D. C.  
Clifford M. Ringuette, (CSESS), Washington, D. C.  
Joseph A. Tresnak, (ASCS), Lincoln, Nebraska  
John H. Von Bargen, (FS), Cass Lake, Minnesota

GROUP B

Ray W. Brandt, (FS), Alexandria, Louisiana  
James W. Croghan, (ASCS), Des Moines, Iowa  
James L. Dizikes, (AMS), Chicago, Illinois  
Keith E. Gregory, (ARS), Lincoln, Nebraska  
Thomas J. Lanners, (ASCS), Kansas City, Missouri  
John R. McClung, (FHA), Bismarck, North Dakota  
Patrick C. Murphy, (OGC), Little Rock, Arkansas  
Odom Stewart, (FHA), Washington, D. C.  
John L. Wilson, (MOS), Topeka, Kansas

GROUP C

William B. Davey, (SCS), Little Rock, Arkansas  
Roy E. Jones, (ASCS), Kansas City, Missouri  
Carl E. Kemmerly, Jr., (EXT.), Baton Rouge, Louisiana  
Charles F. Kiefer, (MOS), Washington, D. C.  
Myrtle Mohagen, (ARS), Peoria, Illinois  
Roy L. Neal, (ASCS), Temple, Texas  
Alvis Z. Owen, (FS), Atlanta, Georgia  
Arlo G. Swanson, (FHA), Huron, South Dakota

GROUP D

Willard E. Hillis, (ASCS), New Orleans, Louisiana  
Gene L. Hoffman, (FHA), Des Moines, Iowa  
Harold C. King, (ARS), Washington, D. C.  
John T. Koen, (FS), Hot Springs National Park, Arkansas  
Douglas Larson, (ASCS), Minneapolis, Minnesota  
Heasty W. Reesman, (FHA), Lincoln, Nebraska  
John A. Rundgren, (FS), Custer, South Dakota  
Richard J. Schrimper, (MOS), Washington, D. C.  
Maurice P. Ward, (AMS), Chicago, Illinois





## SEMINAR GROUPS



Seminar Group A



Seminar Group B





Seminar Group C



Seminar Group D



## LECTURES



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## INTRODUCTION

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By

Loyd M. LaMois, Coordinator  
Seminars in Executive Development

Department of Agriculture programs depend upon high-quality leadership. The leadership role demands from our managers, imaginative and creative use of management skills in planning, organizing and directing courses of action toward program goals. In addition to this, however, there is a real need for a breadth of vision which will permit our program managers to foresee needs for agency action and to predict results of their decisions on the national welfare.

Only when an agricultural leader's understanding of his work environment is broad enough to take into account the many economic, sociological, and political factors in the agricultural equation, will he be able to harness imagination and creativity to management skills in a way that is of true service to mankind. His sensitivity to the world outside his office will determine if he is to solve today's problems with tomorrow's programs, or if he will be solving tomorrow's problems with today's programs.

Seminars in Executive Development is an attempt to push back the horizons of our job environment. Not designed to "train" in the usual sense, the seminar series aims to challenge the participant to broaden his own understanding of his individual role in the Department, the Nation and the World.

This report of the third seminar, held at Lincoln, Nebraska, will be of primary interest to the thirty-five people who participated. It will remind them of the many open-ended problems with which they came into brief contact. Hopefully it will serve to rekindle the spark of involvement in social and economic forces beyond their office walls which the seminar staff tried to strike on behalf of the Department.



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AGRICULTURE IN A COMMUNITY OF NATIONS

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Introductory Remarks

By

Charles F. Kiefer

Executive Director

Management Operations Staff

Good morning. It is a pleasure for me to open this working session. I suppose there is humor to be found on a Monday morning. Back in Washington on the job we have discovered that Monday is just about the same as any other day, with a slight exception for portions of Sunday. You have already sensed from yesterday's comments, from the program for the week, from possibly reports from the earlier two seminars that both your agency and the Department is making a sharp distinction between training programs that bring managers up-to-date on technical and administrative advances and those programs like this week's sessions which are concerned with a deeper understanding of our times, and its opportunities for creative ingenuity and imagination. For after all, the big trouble with the world today is the stupid are cocksure, and the intelligent full of doubt. The late Alfred North Whitehead, one of America's leading philosophers, once wrote in his piece on the aims of education:

"The rate of change in our time is such that an individual human being, of ordinary length of life, will be called upon to face novel situations which find no parallel in the past. The fixed person for the fixed duties, who, in older societies was such a godsend, in the future will be a public danger."

This week should be a most interesting week for all of us--as we get down to some basic ideas about agriculture in a changing world of thought and technology.





Mrs. Dorothy H. Jacobson, Assistant to the Secretary;  
Dr. Howard Ottoson, Chairman, Department of Agriculture  
Economics, University of Nebraska.



The USDA - "It's Programs and Goals"  
By  
Dorothy H. Jacobson  
Assistant to the Secretary

ASSISTANT TO THE SECRETARY, U.S. DEPARTMENT OF AGRICULTURE, SINCE JANUARY 1961. ADMINISTRATIVE ASSISTANT TO ORVILLE L. FREEMAN DURING HIS THREE TERMS AS GOVERNOR OF MINNESOTA. BEFORE THAT TAUGHT POLITICAL SCIENCE AT MACALESTER COLLEGE IN ST. PAUL FOR TEN YEARS. HER PROFESSIONAL ACTIVITIES INCLUDE A YEAR IN THE WASHINGTON, D. C., OFFICE OF THE LEAGUE OF WOMEN VOTERS BACK IN 1936-37 BEFORE HER MARRIAGE, AND SEVERAL YEARS OF TEACHING IN THE PUBLIC SCHOOLS OF MINNESOTA, IN LINCOLN SCHOOL OF TEACHERS COLLEGE, COLUMBIA UNIVERSITY, NEW YORK, AND AT THE UNIVERSITY OF MINNESOTA.

Summarized by Arnold S. Bjorlie and Morrie A. Bolline

The role of the Department of Agriculture in this century must be evaluated in terms of the technological and scientific revolution, the impact of which is and will continue to be so tremendous that the changes that have taken place in the past fade into relative insignificance.

The acceleration in the rate of change is also extremely important. Change has always characterized human society but it has never taken place as rapidly as now. This means that the problem of adjusting to and adopting change is more urgent and more critical than ever before. We must accept change to survive.

Several illustrations of the rapidity of change were cited.

1. In 1860 one american farmer produced enough food for 4.53 people, in 1910 - 7.07, in 1940 - 10.69, in 1960 - 26.2.
2. If we were to compress 50,000 years of history into a span of 50 years then:
  - a. 10 years ago man would be emerging from caves.
  - b. 5 years ago he would be learning to write.
  - c. Two months ago he discovered the steam engine-- and the industrial revolution began.
  - d. Last week nuclear power appeared in the picture.

There has been change throughout history but there has been a lag in sociological techniques in adjusting to technological changes.

The role of USDA today involves two major implications.

1. The potential for abundance  
—our society, economic and political, has been geared to an economy of scarcity.

- we are now in an age of abundance. This has never happened in human history. We now have knowledge enough, power enough so that the door is open to a potential for abundance in all necessities of life. This potential is a reality in American agriculture.
- the potential for abundance raises several questions and implies challenges:
  - a. How to manage abundance to quantities we can use with enough flexibility to meet emergencies either domestic or international and to meet future needs.
  - b. How to strengthen and preserve the values of Rural America--when the dwindling number of farmers threatens the chief economic base of towns. The answer here in part may be in providing for future needs for people of those things of which there is a scarcity. Recreation for example.
  - c. Can American agriculture lead the way in adapting to an economy of abundance?
  - d. Can American agriculture help develop techniques that strengthen democracy in an age of bigness. Can it bring government and people closer together?
  - e. How can we manage our abundance and still conserve and enhance our resources for the future?
  - f. The progress we make in solving problems of abundance in agriculture is related to the economy of the whole nation. Underemployment and overproduction in agriculture is related to unemployment and automation in industry.

## 2. Relationships with the world

- There are no longer any purely domestic problems
- Agriculture has a potential contribution to make to emerging (underdeveloped) nations
  - a. To meet need for food
    - To relieve suffering
    - To meet emergencies
    - To foster economic development and help combat inflation
  - b. Share "Know-How"
    - How to produce
    - To build institutions that will promote freedom and democracy such as: family farms, land reforms, co-ops, credit, extension.

- c. Maximize propaganda for a free society.  
Demonstrate that democracy can meet basic  
need for food better than communism.

3. How do we meet these challenges?

- a. The greatest needs are better communications,  
better public relations, education and propaganda  
directed at building real understanding at home  
and abroad.
- b. If we can learn how to direct scientific and  
technical changes and progress toward meeting  
human needs--if we can develop enough public  
understanding so that men in a free society can  
and will make the right choices--we can hope for  
a bright future.
- c. The challenge is great
  - possibilities are exciting
  - leaders in agriculture have  
a real opportunity

Discussion by Group

1. Rate of scientific advance is such that the productivity factor  
will increase faster than in the past decade.
2. If we put into practice all the knowledge we now have we can  
take care of increase in population.
3. One of the basic problems is selfishness among groups. We  
need to have a little more "enlightened selfishness".

Reporters:

Arnold S. Bjorlie  
Morrie A. Bolline



# Agriculture--The World Prospective

By

Dr. Howard W. Ottoson

DR. HOWARD W. OTTOSON IS A NATIVE OF DETROIT LAKES, MINNESOTA. HE TAUGHT VOCATIONAL AGRICULTURE IN MINNESOTA PRIOR TO SERVICE IN THE NAVY DURING WORLD WAR II. FROM 1947-1949 HE WAS EMPLOYED AS AN ANALYST FOR THE ST. PAUL, MINNESOTA BANK FOR COOPERATIVES. DR. OTTOSON RECEIVED HIS B.S. AND M.S. DEGREES FROM THE UNIVERSITY OF MINNESOTA AND HIS PH.D. DEGREE FROM IOWA STATE UNIVERSITY. HE JOINED THE STAFF OF THE UNIVERSITY OF NEBRASKA IN 1950 AS ASSISTANT PROFESSOR OF AGRICULTURAL ECONOMICS AND IN 1958 WAS NAMED CHAIRMAN OF THE DEPARTMENT.

Summarized by James W. Croghan and Ray W. Brandt

In world agriculture the various countries are tied up in innumerable ways--air, radio, television--land and sea transportation and space travel. Politically and economically we are linked by such bonds as NATO, SEATO, LAFTA, FAO, UNESCO and United Nations.

In today's situations we have more relations with Russia, even though she is a cold war antagonist, than we had with her as a fairly friendly power recently.

Improved communication has brought the distant parts of the world more closely together.

All countries have their attention directed to the United States and what we do has a basic impact around the world.

The relevant issues concerning world agriculture were summarized as follows:

1. Domestic farm price policy, particularly in relation to foreign agriculture trade.

The Agriculture Act of 1938 still remains the basic law on the books. Basic decisions concerning the general direction of our farm price program has repeatedly been put off by Congress and at the same time we have shown remarkable ability to build up storage stocks.

2. Foreign agriculture trade.

One acre out of every six goes to foreign exports. We have increased world trade which has developed several trade dilemmas--domestic support prices too high for world prices. Most countries are in this position--our interest in developing greater volumes of foreign trade are hampered by our domestic farm programs. What about some system of income support involving direct payments to maintain domestic farm income and at same time price commodities at a level comparable to the world price?

3. Common markets or new European trade.

We have free trade associations in Latin and Central America. Agriculture trade in the future will tend toward more of such agreements. Future of this foreign trade will depend on pricing and tariffs.

4. World commodity agreements.

What is the future of these agreements as effected by surpluses and new technologies? How will increased levels of income effect the consumption of meat and other products in Europe?

5. World populations and associated problems.

Only 30% of the world population is free from hunger. There are areas of deficiency all over the world. The heaviest centers of food production is within the Northern Hemisphere countries.

As we become aware of food deficiencies those countries having plenty should give to the less fortunate countries. Giving food away presents a most difficult problem. At present we are giving away about all the food we know how to give away. Countries are hesitant to become dependent upon us for commodities. Our food aid programs have been improving as we gain more experience.

6. Role of FAO in world food programs

A world food reserve or food bank might be desirable, but if this were proposed how would it be set up and operated?

The problem worldwide is to develop the country economically. Population is a factor to consider in this development. Change in G.N.P. per capita is the best index of economic growth. G.N.P. per capita has increased four fold since 1880.

Industrial revolution, savings and increased consumption bring about economic growth.

Agriculture has a major role in economic development. In our interest in economic development of other countries we must consider our defense objectives and we cannot be isolationists.

Population growth is nullifying our income increase in underdeveloped countries.

"Does over-population mean poverty" is a recommended book on this subject.

In our land development policy we sometimes give confusing advise to underdeveloped countries and should be more cautious in this respect.

Education is an important factor in foreign aid and we should stress teaching of skills and technical ability. Best ways for doing this is bringing in skilled technicians and sending selected groups abroad.

Long run continuation of economic growth of a country lies in the ability of its people.

Discussion was limited by available time

Two questions were asked during a question and answer period.

1. Q. Rate of growth to G.N.P. is tied into people. Should this not be analyzed to find out what are essential factors to make us grow? What are the essential componet parts of growth?

A. Know first what we want to produce. Components in achieving this are:

1. Training
2. Mobility of people
3. Tools and equipment
4. Transportation and marketing

Q. Is there an explanation for Sweden's rapid growth?

A. They started low and had a strong push from government. Literacy was high and the education program was good.

Reporters:

Ray W. Brandt

James W. Croghan



## Summary of Group Discussions

By

Charles C. Fancher

ARS

The principal points raised for consideration in developing further international agreements to supplement our agricultural programs were:

1. We cannot sell unless we buy.
2. There must be temporary protection for the affected producers or community during an adjustment period. With this protection, however, drastic changes may be made.
3. The need for an expanded educational program in the underdeveloped countries.
4. The difference must be recognized between the underdeveloped countries and the ones now developed.
5. Other segments of our economy must be considered.
6. Because the concept of self-sufficiency in various countries is not desirable from the standpoint of greatest efficiency, it was felt that trade agreements should be worked out so that countries that are the most efficient producers of certain commodities would be the prime supplier for the common market.
7. Extension of programs such as PL480 would be undertaken to improve the living standards of people in underdeveloped countries thereby increasing purchasing power.
8. International standards of various commodities should be adapted for more orderly trade between countries.

It was recognized that the "hows" as to solving the problem are open-ended questions, but to stabilize the condition the ultimate is to raise the standard of living of the 66% of the world's population that presently doesn't have enough food, thus increasing their purchasing power.

Before Mr. Keifer commented on the groups reports and subsequent discussions he pointed out the need to study legislation in order to be informed sufficiently to discuss and think on the national and international problems and the availability of current tools to cope with them.

In reviewing the points brought out, Mr. Keifer stated that the U.S. inevitably is committed to international affairs, trade agreements and international involvements. He stated further that we must recognize this and mobilize our intelligence, adjust and prepare to meet the challenge.

It was recognized that the potential of U.S. Agriculture Production is great. Mr. Keifer stated, "Noone knows what American agriculture can do, and I hope it is never challenged". At this point, Dr. Popham raised the question something like this, "Suppose since we are in this

position that we increased our production 25%--Would the dollar value increased at the grass root level, which would be multiplied to five while reaching the consumer, have impact on the economy by planned market through international agreements sufficiently for the American to purchase manufactured products of ten foreign countries to raise the individual's standard of living?" This somewhat summarized the point frequently raised--to do those things or produce those crops that are best suited or can be done most efficiently within a nation or among the nations.

The above points are well taken, but it is recognized that we had only scratched the surface and this is an area in which much is to be done.

===== THE U.S. ECONOMY--A COMMUNITY OF SPECIAL INTERESTS =====

Presiding

Dr. William Popham

Deputy Administrator of ARS





Dr. William Colwell, Chairman, Governor's Committee on Public Relations in Agriculture; Mr. W. A. Clithero, Industry Representative, IBM; Mr. John Fryer, Research Director, United Packinghouse Food and Allied Workers.



Industry's Role and Share in Economic Growth in America  
By

Mr. W. A. Clithero  
Industry Representative  
International Business Machine Corporation  
Chicago, Illinois

WENDELL CLITHERO WAS BORN AND RAISED ON A FARM IN YORK, NEBRASKA, WHICH IS STILL OWNED BY HIS MOTHER. HE ATTENDED THE U.S. NAVAL ACADEMY, AFTER WHICH HE SERVED AS A CIVIL ENGINEER WITH IBM FOR 26 YEARS. AT THE PRESENT TIME HE IS STILL WITH IBM, SERVING AS AN INDUSTRY REPRESENTATIVE IN THE FIELD OF FOOD PROCESSING AND AGRICULTURE.

Mr. Clithero did not address himself to the specific topic and introduced his discussion by stating that effectiveness of management or management ability will determine the growth of industry in the American economy. He stated further that research and education provide the basis for management effectiveness and thus growth in all industries and areas.

Mr. Clithero stated that the complexity of industry and agriculture due to the impact of many forces has increased the demands on management to the point where, in our present economy, we are greatly deficient in managerial talent.

The speaker stated that operation of a farm today in our modern agriculture is roughly synonymous to operation of a factory with the managerial requirements being somewhat comparable. He stated further that in industry, as in agriculture, labor is no longer the largest input but it has been replaced by capital.

Mr. Clithero stated the basic difficulty of management was that in defining the problem. He indicated that mathematical techniques have been a great aid as an additional tool to management in industry, but that answers are no better than the programs written and programs no better than the knowledge of the variables under consideration.

Mr. Clithero stated that a large proportion of the failures in industry during the period of the 1930's was basically because of unsound inventory positions. He stated that the period of the early 1940's eliminated the massive inventories felt desirable by most industries and that by chance, industry hit upon a program of minimum inventories that have been a great aid in increasing productive efficiency. He stated that inventory adjustment is just one area where industrial management is using computers effectively.

The speaker stated that legislation will not cure agricultural problems, but that problems in agriculture can only be solved at the individual farm level. He stated further that it is his philosophy that solutions to small problems take care of the large problems.



In regard to solution of the current farm problem at the individual farm level, the speaker did not take cognizance of the fact that production capacity is far greater than effective demand for agricultural products. The implication of his discussion in this area was to the effect that individual farms would adjust their production to whatever the market demanded, yet this seemed quite inconsistent with his statements in regard to how industrial management had improved its effectiveness by inventory adjustment. Obviously, if individual farms would and could adjust their production to market demands, this would leave, unused, a large portion of the inventory necessary for farm production in that production potential far out-strips effective demand.

The speaker did indicate that it was his feeling that the basis of a growing economy in this country is a growing economy in agriculture due to the fact that approximately four out of ten of the gainfully employed in this country are working in industries either directly or indirectly concerned with agriculture.

He also made mention of the fact that the primary basis for our improved living standards in this country are a result of only approximately five to eight per cent of the population needed to produce the food and fiber necessary for this country with the remainder being available to produce other goods and services resulting in an improved living standard. He contrasted this figure of five to eight percent with approximately forty-five percent of the effective working force needed in Russia to produce the food and fiber needs.

Mr. Clithero closed his discussion by indicating that improved management at the individual farm level will provide the basis for an improvement in the economic position of agriculture and that additional management aids will provide the basis for such improvement. He reiterated his basic thesis to the effect that use of mathematics as a management technique is by far the most important of management's tools available, because such techniques would take cognizance of many more variables in arriving at answers to specific questions regarding cropping practices, etc. The speaker did not in any way approach the subject as to what might be done with the excess production which would be available with the maximum utilization of all resources available to agriculture.

Reporters:

James L. Dizikes

Keith E. Gregory



## Labor's Role and Share in Economic Growth in America

By

Mr. John Fryer

Research Director

United Packinghouse Food and Allied Workers  
Chicago, Illinois

MR. FRYER WAS BORN AND EDUCATED IN LONDON, ENGLAND WITH A  
BS DEGREE FROM THE LONDON SCHOOL OF ECONOMICS AND A MASTER  
DEGREE FROM UNIVERSITY OF PITTSBURGH.

Mr. Fryer took the position that labor is not a special interest group and that the organized workers constituted only 14.5 million out of a labor force of 70 million. The economic programs that labor advocates will benefit all segments of the U.S. economy, including non-union workers.

It is the opinion of labor that the U.S. economy is not performing properly, based on the fact that there is  $5\frac{1}{2}$  percent of the labor force unemployed and the growth rate is substantially below the 5% annual average that labor feels is necessary. The growth rate of the U.S. economy with that of European nations, having a higher growth rate, is not a valid comparison.

Mr. Fryer stated that labor was not just concerned with labor's share, but was interested in the whole economic growth. There is current a lack of satisfactory growth as measured by the economic indicators which are (1) the industrial production index, (2) real volume of Gross National Product, (3) total personal income, (4) retail sales, (5) housing starts, and (6) unemployment.

His conclusion based on the indicators at the present time was that there will be another recession beginning in the first quarter of 1963. This could be prevented by increasing the aggregate and effective demands of consumers, i.e. by increasing the ability of the consumers to buy and pay for those things which they desire.

Economic growth will not be stimulated by business investment generated by tax reduction and depreciation allowances enacted by the last Congress inasmuch as business is producing at substantially less than capacity. It will be done by putting more money in people's pockets. Mr. Fryer stated that the profit squeeze is a myth. It is estimated that profits will amount to \$26 billion in 1962, the highest on record. Additional profits are not required for investment purposes.

The basis for economic growth is more purchasing power, thereby increasing consumption. Since the Gross National Product is composed of: Government operating 21%; Private Business Investment 13%; Private personal Consumption 65%.

The need is to stimulate the private consumption sector of the National Economy.

He proposed three avenues that labor feels will promote growth. These are:

1. Direct wage increases by collective bargaining
2. Indirect wage increase by putting more people to work on the same rate of pay by reducing the hours of work per individual per week.
3. A tax reduction to increase the purchasing power of the middle and lower income groups.

It is only when you get increased spending that you have business and agricultural growth.

Reporters:

Herman H. Hankins

Willard E. Hillis

# Agriculture's Role and Share in Economic Growth in America

By

Dr. William Colwell, Chairman  
Governor's Committee on Public Relations in Agriculture  
Owner, Pepper Creek Ranch  
Hay Springs, Nebraska

DR. COLWELL WAS BORN AND RAISED ON A FARM LOCATED IN THE WESTERN PART OF NEBRASKA. HE ATTENDED SCHOOL AT THE UNIVERSITY OF NEBRASKA WHERE HE RECEIVED A DEGREE IN AGRICULTURE. LATER HE ATTENDED CORNELL UNIVERSITY WHERE HE RECEIVED A PH.D. IN AGRICULTURE. SUBSEQUENTLY HE TOOK A POSITION AS ASSISTANT DIRECTOR OF ECONOMICS AT NORTH CAROLINA AND HAS WORKED WITH THE ROCKEFELLER FOUNDATION. PRESENTLY DR. COLWELL IS THE OWNER OF PEPPER CREEK RANCH, HAY SPRINGS, NEBRASKA.

Dr. Colwell presented a picture of a farm unit where an owner can do as he pleases. He believes he has freedom but actually doesn't. The owner earns an average of \$3300 per year or \$.99 per hour salary.

This typical farmer believes he wants the government out of farming. The typical farmer doesn't want to believe the present situation is permanent. It is the universal feeling among farm population the situation is only temporary and will soon correct itself.

A few of our farm population grasp the full impact of the revolution that has taken place. By and large the big picture has escaped most of our people. The consumer is not aware that our Agriculture can produce more than the demands established by our domestic and export requirements.

The farmer's policies and objectives are the same between farmers. There exists, however, a hostility toward Agriculture by consumers throughout our nation. This is perhaps due to mistruths rather than through misconduct. Somewhere along the line a feeling has developed that Agriculture is not an important part of our society. What has caused this feeling to exist?

- A. We, associated with Agriculture, lack confidence in our own profession.
- B. Too much dissension exists today between farm organizations who are attempting to improve the standard of living for the farmer.

We, associated with the farm situation and you working with the USDA, have a definite responsibility to supply accurate figures. We have nothing to be ashamed of, we should spread the success story of Agriculture throughout the world. We should point out the fact that we are the best fed nation at a lower cost than any nation in

existence. Our Agricultural strength is this nations hidden strength. Enemies of our nation are very much aware of this fact and they have a healthy respect for our food supplies.

Most people are not aware that the farmers share of the food dollar is \$.38. Most farmers presently blame high labor and industry cost for their low share of the food dollar. Much misunderstanding has developed in Agriculture as well as in labor and industry. It is a known fact that the farmer's gross income is about 58% of others. It is senseless for Agriculture to squabble among themselves as well as with other segments of our society. Specific Agriculture organization quarrels should be eliminated. Public recognition of any agency will provide more harmony among all agencies if we pull together for the benefit of the farmer and agriculture. Perhaps USDA should consider housing all agencies in one office in a given city rather than spreading each agency office by itself. The proximity of agencies would be helpful in the area of relationships between authorative bodies of the USDA and the farmer. The image of Agriculture is developed at the grass root level and we all should do our utmost to create an image based on fact.

There are several methods we should not employ when we attempt to sell agriculture and tell our story.

1. The mere fact that other industries receive subsidies and use them to further their interest will not make friends for US producers. The mere mention of this fact tends to aggravate those who we should have as our friends and for our cause.
2. Don't blame the politicians, after all it was our votes who placed them in Washington and they were directed by the advice received from their constituents at home.
3. Don't point to other stockpiles. We are again shifting the blame to somebody else and the problem existing today in Agriculture cannot be corrected by employing this practice.
4. Don't utter a flat denial that we have a problem. If anything, admit that the budget for Agriculture is the third largest in all agriculture; but at the same time explain in a sensible way that 2/7 of the budget goes to farmers. This is 1.8 billion dollars to farmers and then we find the budget for farmers is not the third largest but the tenth largest.

Here are some of the things I would suggest we could do to help agriculture.

1. Start at home and try to get people indoctrinated. Each of you have access to the official releases which set forth the facts. Know these facts and impress upon your friends and neighbors the impact a good agricultural program has upon the economy of our nation. Talk about agriculture at every

opportunity to your friends and neighbors, but be sure of your facts. Make the attempt to show what a healthy agriculture can do for a community.

2. Urge the various farm associations to tell the story accurately. Work at State and National levels. These associations should be urged to direct their attention to get a strong public relations program going.
3. Look in the mirror, make sure every position you take merits public support.

Reporters:

Gene L. Hoffman  
James Everett Jose



## Summary of Group Discussions

Problem: "In what ways do our programs of production controls and price supports affect the future of agriculture, labor, and industry."

The use of price supports and production controls contribute to a sound agriculture which in turn is essential to an expanding general economy. Agriculture, maintained on an economically sound basis, provides a continuing market for the production of labor and industry.

A production control program is desirable to make price supports feasible. This would provide reasonable opportunities for farmers to operate at a profit and prevent the collapse of the farm economy until effective demand equals production potential.

Unless effective administration accompanies the use of acreage allotments, they could work to the detriment of the small farmer, the one we need to help keep on the land for the good of the local, state and national economy. These small farmers who contribute very little to surpluses could be forced out of business with acreage controls. Controls should be on a bushel-basis with some added benefits accruing to small farmers.

Production controls contribute to converting land not now needed for agricultural production to conservation uses. This land would then be reserved for future agricultural production if needed in the event of a national emergency, a large population increase, or an expanded export market. The land taken out of production could also be used for other purposes such as forest production, recreation and wildlife areas. This would aid local economy by providing additional sources of outside income.

Controlled production would balance production and needs, thus eliminating the necessity for large expenditures to store surpluses. We could then look forward to maintaining a level of surpluses estimated to meet emergency needs.

An abrupt removal of production controls and price supports could conceivably result in an accelerated drift toward corporation type of farming. This would have an adverse effect on the rural communities. On the other hand, production controls can provide an orderly adjustment during a period of rapid change in overall production. Price supports also provide a stabilizing influence on the price a consumer pays for farm products by removing a measure of speculation in commodity marketing.

In stabilizing agriculture, the welfare of small towns would be improved and young farm people would be encouraged to pursue agriculture as a profession. Farmers, sharing equitably in the national economy, would not need to seek outside employment. This would reduce competition for available jobs in industry and could contribute to solving some of the unemployment problems.

Farmers are traditionally good consumers of industrial products. Production controls and price supports, used equitably, benefit agriculture, industry and labor. If the farmer receives a reasonable return for his

effort he will buy more products of industry. More production is then necessary to meet the farmers' needs. This means more jobs available for labor and more profits for industry.

Our programs of production controls and price supports would help preserve agriculture as a basic industry. A prosperous agriculture, which preserves the family farm pattern, will provide an outlet for industrial products and thereby contribute to the overall national economy.

The extent that production controls and price supports result in maintaining a healthy agricultural society, made up of family farms, will measure the extent of agriculture's contribution to the national economic growth. The extent to which production controls and price supports are effective in placing agriculture on a comparable economic basis with industry and labor will measure the influence of agriculture in supporting the other two facets of our national economic life.





===== THE USDA - A COMMUNITY OF AGENCIES =====

Presiding

Mr. Odom Stewart

Assistant to the Administrator, FHA

# The Department of Agriculture--A Challenge in Organization

By

Mr. Frank H. Spencer  
Deputy Administrator  
Agricultural Research Service

FRANK H. SPENCER, DEPUTY ADMINISTRATOR, AGRICULTURAL RESEARCH SERVICE, WAS BORN IN BURLINGTON, NEW JERSEY, JANUARY 2, 1899. HE GRADUATED FROM BURLINGTON HIGH SCHOOL AND RIDER MOORE AND STUART BUSINESS COLLEGE, TRENTON, NEW JERSEY. HE SUBSEQUENTLY TOOK NIGHT CLASSES AND EXTENSION COURSES AT THE WASHINGTON SCHOOL OF ACCOUNTANCY, LASALLE EXTENSION UNIVERSITY OF CHICAGO, AND ALEXANDER HAMILTON INSTITUTE, NEW YORK. MR. SPENCER WAS APPOINTED TO THE DEPARTMENT OF AGRICULTURE, SEPTEMBER 4, 1917, AND HAS SERVED SINCE THAT TIME IN ADMINISTRATIVE WORK IN THE BUREAU OF ANIMAL INDUSTRY, BUREAU OF MARKETS, DIVISION OF PUBLICATIONS, OFFICE OF SECRETARY, BUREAU OF ENTOMOLOGY AND PLANT QUARANTINE, AGRICULTURAL RESEARCH ADMINISTRATION, AND THE AGRICULTURAL RESEARCH SERVICE. HE MARRIED HALLIE D. HARDY, CAMBRIDGE, MASSACHUSETTS, IN 1922. HAS TWO SONS, FRANK H. SPENCER, JR., MAJOR, USAF, AND DONALD H. SPENCER, MECHANICAL ENGINEER. HE HAS SERVED AS VICE PRESIDENT AND MEMBER OF BOARD OF DIRECTORS OF THE USDA BENEFICIAL ASSOCIATION AND PRESIDENT, USDA WELFARE ASSOCIATION. HE IS A BAPTIST, MASON, MEMBER OF AMERICAN SOCIETY FOR PUBLIC ADMINISTRATION.

Today this group has been asked to "look at the Department of Agriculture from the top." My assignment is to consider with you and particularly to invite your own views on some organizational aspects of the Department.

Perhaps we should start with a working definition of organization. This is a term which has been defined countless times. Probably most of you have a definition which is meaningful and satisfactory. Just to be sure that we are all thinking about the same thing in the terms of our discussion here, I would suggest that, for our purposes, we think of organization as a grouping of units and functions to achieve objectives and accomplish missions.

When organization is mentioned there immediately begins to form in our minds the conventional pattern involving an organizational chart. This chart outlines the functions to be performed and, in many cases, includes the positions involved in the performance of each function. The traditional organizational concept also includes such familiar terms as "lines of authority" and "span of control." Due attention is given to the inter-relationship of line and staff functions and personnel and, of course, there is a clear indication as to whether operations are to be on a centralized or decentralized basis. All of these things are important and I certainly do not want to de-emphasize them. On the other hand, I hope that we can focus our thought on some organizational considerations outside of this largely mechanical pattern.

From the standpoint of organization the Department of Agriculture has had an interesting history. From its creation in 1862 until about 1920, the pattern with some growth and variation was that of the "old line bureaus." Each such bureau was a single highly-independent agency, reporting directly to the Secretary of Agriculture. The Secretary's contact was directly with the Bureau Chief and, with the exception of an office staff, the Secretary's only immediate

associate was the Assistant Secretary, who was a straight-line general assistant.

During the period roughly from 1921 to 1940 there was some development of a specialized staff in the Secretary's Office. Each agency still reported directly to the Secretary but certain staff officers, such as a Director of Scientific Work and a Director of Regulatory Work were added and were very helpful to him in the administration of the Department.

The third period in the Department's organizational development occurred from 1941 to 1952 and might be referred to as an era of "loose confederation". Under this concept, there was some grouping of bureaus into related fields of activity. For example, the research bureaus were included in the Agricultural Research Administration, functioning under an Administrator, who reported to the Secretary. However, each bureau retained its organization and had a high degree of autonomy, including much direct contact with the Secretary. During this period the Secretary had the help of additional assistant secretaries including an Under Secretary.

The latest organizational era in the Department, which began in 1953 and has steadily developed to the present time, might be called the period of the "Services". This has seen the actual consolidation of agencies under a single direction with combined common services. Former bureau identities disappeared and components were merged into an organization, such as the Agricultural Research Service and the Agricultural Marketing Service. Each Service was headed by an Administrator, reporting to one of the Assistant Secretaries. The Services were in fact grouped under appropriate Assistant Secretaries, who had responsibility for the Department's functions in very broad areas. The Assistant Secretaries, in turn, were responsible to the Secretary of Agriculture.

Needless to say, these organizational changes during the century of the Department's existence have had a very profound effect on its operation. The changes which have occurred have had an impact within as well as across organizational lines.

Yet it certainly cannot be said that the Department has come to the end of the road in dealing with the organizational problems which have confronted it. Every organizational change has been designed to meet some particular situation. Yet new situations have continued to arise and some, in fact, have been created by the very fact of organizational changes. Today there is no dearth of problems which call for organizational thinking. Let us look at just a few of them.

Should activities be grouped by subject-matter or function? In the Agricultural Research Service (and I use this example because it is one with which I am very familiar) research work is done on insects and control operations are also carried out against these same insects. Is this the way it should be? Obviously, there are distinct advantages in the teamwork and identity of effort which can be



accomplished when research can be carried on in the light of pending control problems and its results put into prompt and effective use. On the other hand, there are those who feel that research is research and can better be conducted in a purely research atmosphere. The problem here is, is it better to have the research and control work on insects (or any other problem for that matter) conducted in the same agency or should there be one grouping of all research and another of all control, irrespective of the subject-matter.

Another perennial problem has to do with the Department's regulatory work. Should all such work, regardless of its subject, be in the same agency? For example, the Department administers such dissimilar regulatory laws as the meat inspection act, the cotton standards act, the foreign quarantine act, and the statutes concerned with commodity markets. If the drafting of regulations and enforcement of laws are considered to be functions which can best be performed per se on an across-the-board basis, then all of these activities should be in a single agency. If, on the other hand, better results can be secured by having the regulatory work in the hands of personnel with a background in the subject-matter, then the work should be, as it now is, in several different agencies.

Over the years, there has been an increasing degree of decentralization in the organization of the Department. Many of the agencies now are regionalized. But in no case do the regions coincide across agency lines and, in most agencies, the regional boundaries are decidedly different. These differences have come about to some extent through traditional developments and, to a greater degree, because of program considerations. These considerations are valid. On the other hand, there would be undeniable advantages in having conforming regions in the various agencies. Which way should the organizational pattern be set?

Should there be a "little Department of Agriculture" in each area of the country? This is an appealing concept to some people and one which had been tried in other Government departments--notably in the Department of Interior a few years ago.

Should there be a single business organization in the Department? Here again are many arguments pro and con. On the "pro" side are the advantages inherent in large-scale operation, the possibility of economies in supervision and overhead, and unified control. On the "con" side, is the undoubted advantage of responsiveness to program needs on the part of the administrative staff, which would be very difficult to achieve in a large single organization only remotely associated with operating programs. There is also the inevitable operation of the law of diminishing returns. An organization can outgrow the size at which it produces the best results.

I have cited these problems as an illustration. They by no means exhaust the areas which challenge the student of organization. It is quite obvious that I have simply presented these problems and have made no effort to suggest a solution. Neither am I suggesting that you attempt today to solve these or other specific problems. I believe, however,

that we could well consider some of the factors which enter into the solving of organizational problems.

Here are at least a few of the factors:

In approaching any organizational change it is necessary to study carefully the current organizational structure. However desirable a particular change might be, there are situations in an organization where "you just can't get there from here".

Another important factor is that of the people concerned. I am well aware that you do not create organizations just to fit personalities. At the same time, in every existing organization there are personalities and, unless you propose to simply sweep the board and start out from scratch, you do have to think about how the key people in the present organization are going to fit into a proposed restructuring.

Communications is another vital factor in any consideration of organization. I am thinking of communications in the broadest sense. That is, an awareness throughout the organization of the problems involved and in a "two-way street" concept as it concerns receptivity on the part of top management, as well as the ability of top management to clarify its attitudes throughout the organization.

Another valid organizational factor is that of Congressional attitudes. Congress writes the laws which authorize our programs and provides the funds under which they are conducted. It has a legitimate interest in the conduct of programs and in the organization through which program objectives are achieved. Both fairness and prudence require that any approach to organizational changes include a consideration of what the Congressional reaction may be.

Numerous other factors could be mentioned but I shall name only one more--that of public relations. Our programs are for the benefit of the public and should be organized with due consideration to public impacts. I don't mean to imply that every program, or in fact any one program, can be so conducted as to create no unfavorable public reaction. But certainly we have an obligation to organize and conduct our work in such a way as to achieve the maximum benefit to the public with the minimum inconvenience consistent with an effective program.

Every time we approach an organization problem, we know from the outset that we either will or will not make changes in the present organizational structure. Suppose we think briefly of some of the reasons which might call for reorganization and the reasons which might argue against it. Let us take first the situations in which reorganization might seem feasible.

The first of these would be a change in program needs. For example, when poultry inspection was first inaugurated in the Department, it was on an optional basis and on a rather small scale. In subsequent years, the volume of voluntary inspection stepped up very appreciably and the inspection has now been placed on a mandatory basis. This has brought about a considerable question as to the organizational



location of the work and an urging on the part of Congressional committees that the Department consider the extent to which meat inspection and poultry inspection activities in the Department could be combined.

Another situation which might indicate reorganization is a need for internal revitalization. There is a notable human tendency to become satisfied with a long established situation. This can apply to organizations as well as individuals and it is quite possible that in some organizations there is a tendency to over-conservatism in considering any change. There are undoubtedly cases in which a program can be livened up only by some degree of reorganization.

There is another factor which might not ordinarily suggest itself, but which I think is valid. Reorganization can serve the purpose of creating what we might call an "image of accomplishment". It frequently occurs that, when there are changes in top command, the new leaders feel that a change in organizational structure not only will achieve program results but will impress both employees and the public with the fact that something is being done. I make this observation with no partisan implication. During the past 45 years I have seen Democrats succeed Republicans, and Republicans succeed Democrats. In both cases the new administration has seemed to feel the need for organizational changes. In fact, the same thing has often happened when there was a change in leadership within the same political party--and even at the Bureau level where political affiliation was not involved at all.

Finally, in considering organizational changes, a significant factor is public demand, frequently reflected through Congressional channels. An example is the current emphasis on the importance of research and development on the industrial use of agricultural products. Whether or not this approach would solve the surplus problem is not the point. The fact is that as long as substantial segments of the public think it will, there will be continued urging for an organizational structure which will in itself recognize this factor.

Now, let's look at some of the factors which might argue against reorganization in certain situations.

The first of these is the matter of legal or legislative barriers. Regardless of the desirability of reorganization in a particular case, there have over the years been many agencies within executive departments which, by reason of the legislation creating them, had practically independent status. While the Reorganization Acts of recent years have appreciably changed this situation, the legislative situation still calls for a careful examination of each case.

An important factor is that of internal morale. People do not like to be disturbed. Of course, we can not refrain from making a necessary organizational change just because employees may not like it. On the other hand, we can not ignore the fact that reorganization, particularly in large or drastic doses, usually has an adverse effect on personnel which dissipates very slowly. As I have said, this should not be permitted to hold up a necessary change, but it should be a healthy deterrent on a desire to change just for the sake of change.

A factor which must be considered is the political impact of any proposed reorganization. In some cases, this might be so severe as to endanger Congressional support of the very program which the reorganization is designed to strengthen. All of us have seen case after case in which the knowledge and interest of key congressmen and Congressional committees in specific programs has resulted in a paternal attitude on their part toward particular organizations. Can you imagine, for example, what would happen if it were seriously proposed to disturb the organizational identity of the FBI?

Another factor, somewhat related to the previous one, is the matter of public resistance to proposed organizational changes. It is exceedingly doubtful, for example, if veteran groups would acquiesce in any organizational changes which would, in their opinion, affect the administration of the various laws affecting veterans.

One thing remains in my presentation. It is the statement of what seem to me a few very practical principles in our approach to Department organization.

The first of these is that organization itself is not a static thing. There is a naive tendency on the part of many people who really know better to think that if they have an organization problem they can solve it by tearing up the old organization and drawing up a new one. True, a few problems are that simple; but, in most cases, the situations which underlie organizational structure change themselves from day to day. The wise organization person recognizes this and sets his sights on an organizational pattern which, like the earthquake-proof building, will adjust itself to reasonable change without the necessity of tearing down the building and starting over.

This leads into the second principle--which is essentially a rather discouraging one--that some problems simply are not subject to solution in any final sense. This does not mean that we should not continue in our efforts to improve situations, but it does mean that reorganization is not a panacea.

Third, learning to live with problems is a key part of the job of top management. We learn this rather early in our personal lives. It seems somehow much harder to accept the fact that as long as we are in the business of management we are going to have to live with certain difficulties. If we become unduly impatient or frustrated or, worse still, if we accept an inadequate solution as a valid answer, then we are falling down on the job and weakening our own effectiveness.

Fourth, flexibility of mind is more important than mechanical organization. In fact, mechanical organization is simply a tool to the accomplishment of an end. Many situations can be met without changes in organizational structure if management is sufficiently imaginative and flexible to deal with the situation through the organization which it already has. In the area of top management, the ability to accept and adapt new ideas in getting a job done is far more important than the ability to make the organizational changes which may be necessary to put the idea into full effect.

The final emphasis which I would like to make is that there is a need for all of us to have a strong orientation to the total program in which we are engaged. Obviously, every man should know his own job in all its aspects. However, it is also necessary that he at least understand the other man's job and that he relate both of them to the same background--which is of course the entire program. Unless he is able to do this he is inevitably going to have trouble in getting the sense of proportion and balance so essential to any real progress.

Clearly, the Department cannot succeed unless the program in which each one of us is engaged is successful. On the other hand, we can not achieve full success in our own programs until we come to regard them as inseparable from the welfare of the total program of the Department. How we can best achieve a full realization of this concept, deserves the best thought of all of us.



# CURRENT ORGANIZATIONAL PROBLEMS OF THE DEPARTMENT

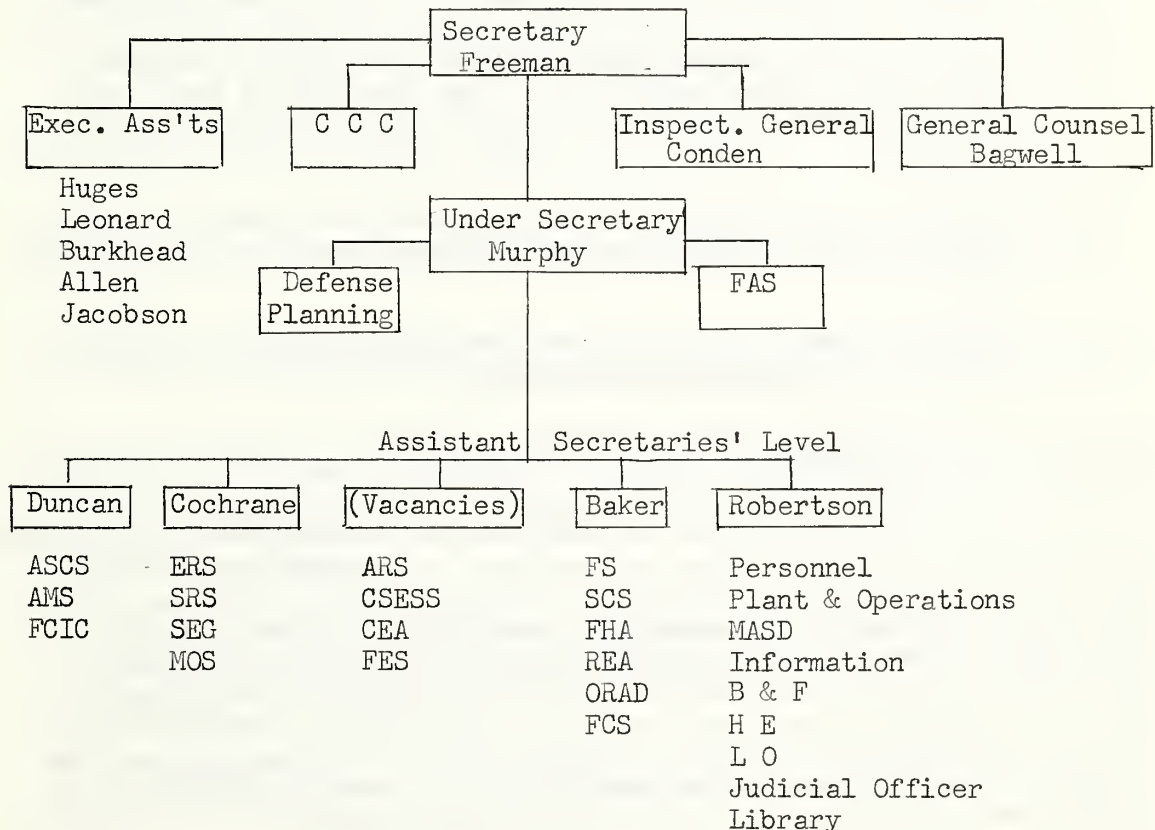
By

Mr. Charles Kiefer  
Executive Director of MOS

CHARLES F. KIEFER WAS BORN IN HAMILTON, NEW YORK. HE GRADUATED FROM ILION, NEW YORK HIGH SCHOOL. HE RECEIVED HIS A.B. DEGREE AT GEORGE WASHINGTON UNIVERSITY, AND HIS MRA DEGREE FROM HARVARD UNIVERSITY. IN 1931 MR. KIEFER BEGAN HIS GOVERNMENT WORK WITH THE DEPARTMENT OF COMMERCE. HE HAS HELD VARIOUS POSITIONS WITH THE USDA, SINCE HE CAME TO WORK WITH THEM IN MAY, 1934, IN SUCH AGENCIES AS PLANT AND OPERATIONS, BUREAU OF AGRICULTURAL ECONOMICS AND THE AGRICULTURAL MARKETING ADMINISTRATION, PMA AND CSS. IN 1961, MR. KIEFER BECAME THE EXECUTIVE DIRECTOR OF THE MANAGEMENT OPERATIONS STAFF.

I regret very much that Mr. Robertson is not here to discuss this subject with you, and I know that you do.

There is a fever in Washington concerning a USDA reorganization. Discussion is occurring on many fronts. Things can happen very soon. I am not going to forecast the changes. I will stick my neck out and give you an estimate of the situation, purely personal in nature, and not official. Let me review the organization chart of USDA roughly as it is today.



I shall discuss some general propositions about organization and reorganization. I do not expect to duplicate the discussion of any of Frank Spencer's outstanding presentation.

Supergrades and the new pay act. Congress recently passed a pay bill which included raises for all of us, and which provided additional (some 400) super grades. In addition, the act provided that scientific positions outside of P L 313 be exempt from the super grade designation. These can still be retained and not be charged to the total Federal quota. Now, who gets what--how many, etc. is the big question. As Mr. Jump once said, "behind every reorganization, in 99% of the time, somebody gets a raise". This is an important reason why there are organizational changes.

Values in periodic reorganization.

- A. Stir up the "animals".
- B. Organizations continually change and make minor adjustments. There is a second law of thermodynamics that tell us things left by themselves tend to run down.
- C. Changes in administration--in top personnel; in program emphasis.
- D. Emergency of special episodes, such as the Estes case, which produces concern as to the adequacy of control and structure.
- E. Pressures from various public groups--the public, Congress, White House, Budget Bureau, etc.--set forth ideas about how we should run our business. Changes somehow cushion these problems.
- F. Experience and insights of the top staff after being on the job for a while, including the total management concept of the Department.
- G. Results of study committees, boards and commissions such as the Hoover and Brownlow Commissions.

#### Present Circumstances and USDA general situation.

1. The personality, experience and outlook of the Secretary and his aides. An important factor is Secretary Freeman's background of experience as Governor of Minnesota, where he developed an internally streamlined state government; used the "self-help" approach to reorganize and to solve other problems; his tremendously remarkable personal visits with each member of the House and Senate in their offices, which greatly influenced the placing of the acts of 1961 and 1962 on the law books today; his ability to get ideas and policies through to the public; his positive consultation with various public groups and organization; his capable group of assistants and consultants who meet regularly to talk together to generate ideas to improve and advance USDA.

2. The Billie Sol Estes episode and the various committee investigations and those of the courts, GAO and USDA itself.
3. Pressures for improved management from the Budget Bureau to keep employment down and at the same time take on additional responsibility and workloads.
4. Current efforts, such as ADP and MODE which are symbolic of attempts to achieve a higher degree of efficiency and reduced cost.
5. Centralization vs decentralization. As in Minnesota, there has been an upsurge of centralization philosophy. Whether time will produce further developments will have to be found in future decisions and actions.

Areas where reorganization could occur.

1. In the office of the Secretary there could be a heavier allocation of super grades to the immediate office of the Secretary.
2. There is the probability of new Assistant Secretary for Foreign Agricultural Affairs which would bring FAS under this grouping along with the possible inclusion of the foreign agricultural aspects of the operations of other agencies. The Secretary has already announced his intentions.
3. Probably no major changes will take place at this time under the grouping of Assistant Secretary, John Baker.
4. Under legislative consideration is the need for a new Assistant Secretary for the research agencies.
5. There may be considered the question of research coordination and whether it should be by subject matter grouping or some other classification.
6. Should the marketing order operations of different agencies be combined into a single marketing order agency? There are pros and cons.
7. Decisions must be made as to how to strengthen the farmer committee system and in what aspects can it be improved.
8. ACP and SCS could be combined. This is an old chestnut that may have lost its flavor.
9. Should emphasis in ASCS be on the commodity division in program development or should a shift be made to more comprehensive outlook in the development of a total agricultural action program. What internal changes could occur?
10. In Forest Service, could the forest economics, recreation and wildlife activities, due to their increased work, be shifted to another agency?

11. Budget and Finance is being strengthened.

These and others will be studied and considered; changes will occur, but this sketch is not all inclusive. It is a personal view only based on 30 years of public service, mostly in USDA. We should not expect anything dramatic or spectacular. Wait and see.



## Summary of Group Discussion

**Problem:** "What are Your Recommendations Concerning USDA Organizational Structure to Eliminate the Confusion Among Farm Clientele as to Which Agency Handles Specific Programs and Problems in County Offices, and in some Cases at State Level?"

The present organizational structure is basically sound; however, certain improvements can be made within the framework of the present organizational structure which will result in more coordination between agencies. This will in turn result in more efficient service to the farmers. Four principal fields for improvement are:

Housing: Increased emphasis should be made to house all agencies of the Department in one building or area in a community, taking into consideration facility and financial possibilities. We could achieve one single USDA facility in a County, as well as a State level, plainly identified as such.

A considerable sharing of administrative services and equipment which already exists could be greatly improved and utilized more fully.

Communications: Representatives of each agency on the State or County level should have a good general knowledge of the functions, responsibilities and operations of the other agencies of the Department on their respective levels. This exchange of knowledge would be aided by the use of joint facilities.

It was suggested that we have larger and better signs. A directory system should be developed to help farmers find proper offices. This directory would show where each agency is located and their function. Extension and ASCS could help distribute the directory.

An effort should be made to have personnel of offices meet periodically, especially at the County level. Meetings play an important part, both at State and County level in "Togetherness" of the agencies.

Training: Training programs should reflect and stress that we are USDA employees first, and agency employees second. This would be beneficial in creating a more uniform image to the public. The public is more concerned with the services, rather than each specific agency within the USDA.

A recommendation was made for closer coordination between agencies at the State and County level, by holding regularly scheduled meetings for exchange of information.

Research: We need improved coordination, but perhaps also greater freedom for researchers. We do need efficient provision for more basic research.

A continued study and review should be aimed toward better utilization of the departmental groupings under the Assistant Secretaries. Constant review at all levels should be made to carry out USDA programs efficiently.

We should give to farmers the assurance that programs are being administered from a local level by people who are aware of local types of problems.

Our public relations, which are so important to the USDA, can be no better than the philosophy of our grass-root employee.

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NEW RESOURCE AREAS IN MANAGEMENT

Presiding

Mr. Maurice Ward

Regional Director, A.M.S.

## Philosophy and Management

By

Dr. Charles H. Patterson  
Professor of Philosophy  
University of Nebraska

DR. CHARLES H. PATTERSON RECEIVED HIS A.B. DEGREE FROM WASHINGTON MISSIONARY. HE RECEIVED AN A.M. DEGREE FROM THE UNIVERSITY OF NEBRASKA IN 1921, AND DURING THE FALL TERM OF THE SAME YEAR JOINED THE FACULTY AT THE UNIVERSITY. IN 1924, HE RECEIVED HIS DOCTORATE DEGREE FROM NEBRASKA UNIVERSITY. DR. PATTERSON WAS CHAIRMAN OF THE DEPARTMENT OF PHILOSOPHY UNTIL HIS RETIREMENT LAST SUMMER.

What does philosophy have to do with management? What does it have to do with business of any kind? Indeed we might ask of what use is it for anyone at any time. The answer is that from one point of view it is a useless subject. It doesn't tell one how to run a farm, conduct a dairy business, or how to operate farm machinery. I recall a certain student of mine who had been taking a course in ethics with me. He came in one day to talk about his schedule for the coming semester. When I asked him what he wanted to take he replied, "Well next time I would like to take something that will do me some good. I think I'll take a course in Animal Husbandry". Obviously the kind of good that he had in mind was that which would enable him to get a job when he finished school. Courses in the various sciences would be means toward this particular end. They could give him the information that he would need in order to carry on a specific kind of activity. But what would philosophy tell him how to do? Nothing at all.

What then is the justification for studying philosophy? The answer to this question lies in those areas of experience which are outside the fields of the special sciences. Science gives us the most reliable information available concerning the means for doing things. But it doesn't tell us anything about the final end or goal for which all of these activities are the means. It can tell us how to stay alive, but it can't tell us what makes life worth while. It can tell us how to make money, but it doesn't tell us what is the best use that can be made of that money. It can describe things as they are, but it cannot tell us what they ought to be. It cannot distinguish between the good and the bad, the right and the wrong. It can tell us all about things, but it gives us no standard of valuation by which we may judge the worth of things. Science cannot tell us whether we are free or determined, whether or not there is a God, or whether the human soul can survive death. These questions are important and furthermore they are questions that we cannot dodge. We are forced to answer them in some kind of fashion whether we wish to do so or not. It is the function of philosophy to help each individual to come to grips with questions of this type, and to aid him in arriving at an intelligent answer to them.

To be sure there are those who will say that the questions which scientists cannot answer will not be answered by the philosophers



either. Some years ago I attended a meeting of the American Philosophical Association at which an address was given by one of the leading economists of the country. After discussing some of the major issues involved in his particular field of interest, he concluded by saying that economists have gone as far as they can go until they arrive at a more definite idea concerning the final end or purpose for which the economy exists. On this point he explained the economists have no way of arriving at an answer and so we have come to the philosophers to see if they can give us one. But the tone of his remarks indicated very clearly that he didn't expect they would be able to do any better.

In one sense he was quite right about it. Philosophers have no final or ready-made answers to the basic problems of life which they can pass on to others as the whole or complete truth of the matter. Even if they were able to do it, it would be a tragic mistake for it to be done. There are some things which a person must do for himself and the responsibility for doing it poorly or doing it well cannot be passed on to someone else. One of the most important of these is that of making his own decisions as to what he will believe concerning the values pertaining to his own existence. This is what Mr. Chesterton meant when he said that the most important thing about any individual is his philosophy of life. For a general who is about to engage in battle, it may be important to know something about the size and strength of the enemy, but is more important to know the enemy's philosophy. For a landlady about to take on a boarder, it may be important to know his sources of income, but it is more important to know his philosophy for it is this that will reveal more than anything else the character of the man. What one believes about morality, social obligations, freedom and responsibility and a host of other things is of the highest importance. And just because it is so important, no one can do the thinking in these areas for someone else.

But thinking for oneself is a most difficult task, and an exceedingly dangerous one. It is dangerous because one is so apt to make mistakes and he will have to accept the consequences for whatever errors are involved. Freedom of thought is not only man's highest glory, it is also his greatest danger. A student came into my office one day protesting vigorously concerning the grade on a paper which had just been returned to him. He said to me, "When I asked you if we should express our own beliefs in answering these questions you said yes. I did just that and then you marked it wrong." I replied that I had marked it wrong, not because it was his own thinking but because his thinking was in error. When one thinks for himself, he must think correctly or else accept the consequences for his mistakes. It is small wonder that people try so hard to avoid thinking for themselves. It is so much easier to accept what someone else has thought and let them bear the responsibility for what follows.

How does philosophy help one to do his own thinking, especially in those areas of experience which lie outside the sphere of the descriptive sciences? It does so, not by any process of indoctrination but by training one to do a better job of thinking than he was able to do before. Philosophy gives one a better grasp of the problems by showing him how these same problems have appeared to other minds

who have viewed them from a different perspective than his own. Problems having to do with human worth and destiny are exceedingly complex and any great thinker who has given careful attention to them will have noticed certain aspects of the problems that have not been observed by others. Philosophy not only aids one in getting a better understanding of his problems but it serves as a guide and as a warning in the matter of one's own thinking. This point is illustrated in a story which is told concerning Ralph Waldo Emerson, one of the foremost of our early American philosophers. A friend came to him one day wanting to discuss some questions concerning ethics. Emerson asked him "Have you mastered your Plato?" He then explained that without a knowledge of Plato no one could discuss ethical problems intelligently. The statement was no doubt extreme but the fact of the matter is that anyone who is familiar with what Plato had to say about the good life can discuss the topic with clearer understanding than he could without this information. But if to his knowledge of what Plato had to say he could add that of Aristotle, the Stoics, St. Thomas, Kant, Hegel and others, he will be even better prepared to do his own thinking on the same subject. To have the errors that have been made in the past pointed out to one, can help him to avoid those same errors in his own thinking..

Our knowledge concerning philosophical issues can be improved in the same way that we make progress in other areas of learning. Our starting point in any field is common sense knowledge. This consists of those ideas which are generally accepted without any critical examination. This knowledge is adequate up to the point where it is inconsistent either with itself or with known facts. Then it must be revised in a manner which will eliminate the inconsistencies that have been brought to light. The study of philosophy helps one to discover the inconsistencies that are involved in his own thinking. By seeing how the great problems of life have been met by the great thinkers of the past, one is better prepared to do his own thinking. He will at least know more about the nature of his particular problem and he will know some of the pitfalls which he must avoid.

Literature and Life  
By  
Dr. Walter F. Wright  
Professor of English and Assistant Dean  
College of Arts and Sciences  
University of Nebraska

DR. WALTER F. WRIGHT IS PROFESSOR OF ENGLISH AND ASSISTANT DEAN OF THE COLLEGE OF ARTS AND SCIENCES AT THE UNIVERSITY OF NEBRASKA. PRIOR TO JOINING THE STAFF OF THE UNIVERSITY, DR. WRIGHT TAUGHT AT NORTH DAKOTA STATE COLLEGE, DOANE COLLEGE AT CRETE, NEBRASKA, AND WASHINGTON STATE UNIVERSITY. HE RECEIVED HIS B.S. FROM MIAMI AND HIS M.A. AND PH.D. FROM ILLINOIS. EARLY IN HIS CAREER DR. WRIGHT WORKED FOUR SUMMERS WITH THE FOREST SERVICE IN NORTHERN IDAHO AND EASTERN WYOMING. DR. WRIGHT IS THE AUTHOR OF FOUR BOOKS--"SENSIBILITY IN ENGLISH PROSE FICTION", "ROMANCE AND TRAGEDY IN JOSEPH CONRAD", "ART AND SUBSTANCE IN GEORGE MERIDITH", AND WITHIN THE LAST MONTH, "THE MADNESS OF ART; THE STUDY OF HENRY JAMES".

"The artist must succeed in achieving the miracle of creating a world in which he can honestly believe."

"Life being all inclusion and confusion, and art being all discrimination and selection..."

The first of these quotations, slightly modified from Joseph Conrad, indicates the high seriousness of the artist's mission. To create is to take the materials around one and see what can be made from them. They are meaningless until the mind begins to work on them to seek order, even as the things of the world of nature are meaningless scientifically until the scientist brings his trained mind to interpret them.

The second quotation, from Henry James, reaffirms the concept. Art is not something apart from life; it is rather life understood as a matter of design and meaning.

Such a view is the antithesis of a view of art (fine arts, literature, music) as a mere entertainment or recreation. It makes of it rather an exacting task of understanding.

"The poet is a man speaking to us as men."

In saying essentially these words the poet Wordsworth stressed the immediate significance of literature and its universal appeal. Literature is not directed toward making us better able to do some particular job. It is concerned with the fundamental longings, sufferings, and insights of life.

There are three perspectives by means of which the writer of literature looks at life--tragedy, comedy, and romance of adventure. A given work may incorporate all three, and if it is successful, the writing of it will have proved to be a romance of adventure for the author.

The most common subjects are life, death, love, hate, and the discovery of identity. However little a person may be aware of the motives that animate his thoughts and conduct, these are really the touchstones by which he tests all significant things that concern him as a person.

If a work of literature has meant anything to the reader he should approach the daily tasks of his life and the crises with a better awareness as to what is important under the eye of eternity. If it is a tragedy he should be "calm of mind, all passion spent" because he can understand life's sorrows and thereby accept them.

"Man will be destroyed not by lack of power, but by lack of wonder."



Religion and Values in Management  
By  
Rev. Sidney Lovett, Pastor  
Rock Springs Congregational Church  
Arlington, Virginia

SIDNEY LOVETT IS A NATIVE OF NEW ENGLAND, A GRADUATE OF YALE UNIVERSITY WITH A B.A. IN ECONOMICS, HISTORY AND POLITICAL SCIENCE, AND OF UNION THEOLOGICAL SEMINARY, NEW YORK CITY. HE IS AN ORDAINED PASTOR OF THE UNITED CHURCH OF CHRIST AND FOR THE PAST FIVE YEARS HAS SERVED THE ROCK SPRINGS CONGREGATIONAL CHURCH IN ARLINGTON, VIRGINIA.

Use of the term Religion will exclude direct reference to liturgical or personal worship together with such inferences as organized Religion or denominations. The term describes "an awareness and concern for the metaphysical overtones of human life." It includes man's approach and response to the transcendent dimension believed immanent in the human situation.

The use of the word faith describes personal or corporate trust in an accepted truth, appropriated from tradition and experience. In the religious sense, it acknowledges such truth as being revealed by God.

The general theme of my remarks is further limited in excluding those Religious traditions not relevant historically or socially to western civilization in the 20th century. Further, my personal orientation will reflect a Protestant shade of the Judeo-Christian tradition.

Religion is immediately involved with the question of the nature of man, the nature of God and the character of their relationship. A recital of the major theme in Western Religions would include the belief that God is the creator of all that is. Man is a unique part of this creation, who in his freedom is continually tempted to reject his creaturely dependence upon his Creator and presume to center reality upon himself. The present evidences of estrangement and disturbed human relationships are a symbol the more fundamental separation of man from God. Spiritual anxiety describes one age. The Christian further believes that God has initiated the way of reconciling the breach in a vital expression of this acceptance of men in their brokenness. Such a faith is derived personally from sharing and appropriating the Christian view of life. In addition to a recital of what one believes God to be and to have done, there is the resulting consideration of man's response. Man's values are largely derived from his religious authority or its current replacement.

The translation of Religious values into the professional life of the manager requires an understanding of the life view from which the values are derived. For example, Christianity does not believe in the perfectability of man nor in inevitable progress. If this is indeed accurate then a manager must accept the fact that he is dealing with an erratic creature filled with desires, hopes, anxieties, fears and corruptable despite ideals. Furthermore, as the manager must accept

the limitation of men, he must be prepared to see his function as not being geared to an inevitable upward historical climb. He is aware of personal failures and descents, there may well be cultural and civilization downfalls. Religion sets him responsible in time, but with a timeless dimension which provides ultimate meaning.

Fruits of western Biblical Religion in relation to the topic is largely the doctrine of God's Creation and the assumption that man's work is a necessary expression of his being a co-worker with God. Both managers and workers must come to terms with the ethical dimensions of the goals of their common task as well as the ethical demands within the limits of their specific unit of work. Religion may well disturb a false peace. It may be itself subject to distortions. It aims, however, to provide a ground for vocational value and a framework for applying high purpose to relevant issues.

The frame of ethical choices are rarely, if at all ideal ones in the work of this world. Religions idealism must not be oversimplified into ethics of perfection. We live in an imperfect world and we are usually given choices which only more closely approximate the ideal. The ideal is still relevant. It keeps us in a creative tension with the world.

#### Resources of Religion:

1. It confronts a man with the ultimate value of his life and work.
2. It asks the committed man to apply high value within his ethical choices.
3. Western Religions compell the individual to take into account the needs and nature of his fellow men.
4. It provides a dimension of judgment which creatively assists in one's self-evaluation.
5. By the nature of committment it offers a sense of freedom from worshipping either work or security.
6. It encourages creative responsibility to one's job and to one's fellow workers.
7. It is the vehical through which the individual's motives are strengthened and his fulfillment more nearly accomplished because he seeks in his daily round to be faithful and obedient to God.

## THE BROADENED OUTLOOK

By

Arthur B. Ward

Head, Department of Conferences  
Nebraska Center

BORN AND RAISED ON A SIX-THOUSAND ACRE CATTLE AND WHEAT RANCH IN CENTRAL MONTANA. ATTENDED ELEMENTARY SCHOOL IN A ONE-ROOM SCHOOL IN WHICH EIGHT CLASSES WERE HELD. ATTENDED HIGH SCHOOL AT MOCCASIN, MONTANA (TOTAL ENROLLMENT - 55). GRADUATED FROM MONTANA STATE COLLEGE WITH BACHELOR'S DEGREE IN AGRICULTURAL EDUCATION IN 1938. EARNED MASTER OF ARTS DEGREE FROM MICHIGAN STATE UNIVERSITY IN 1947 AND DOCTOR OF EDUCATION DEGREE FROM UNIVERSITY OF ILLINOIS IN 1954. SEVEN YEARS OF VOCATIONAL TEACHING IN SECONDARY SCHOOLS IN MONTANA. DEVELOPED STATE-WIDE ON-FARM-TRAINING PROGRAM FOR VETERANS IN MONTANA 1947-51. FIVE YEARS AS A TEACHER-TRAINER IN VOCATIONAL EDUCATION AT THE UNIVERSITY OF NEBRASKA. THREE YEARS AS HEAD OF CONFERENCES AND INSTITUTES AT THE UNIVERSITY OF NEBRASKA CENTER FOR CONTINUING EDUCATION. MEMBER OF KAPPA DELTA PHI, HONOR SOCIETY IN EDUCATION AND GAMMA SIGMA DELTA, HONOR SOCIETY IN AGRICULTURE. ALSO MEMBER OF PHI DELTA KAPPA, PROFESSIONAL SOCIETY IN EDUCATION.

What is it? What are we talking about?

Outlook - perspective - perception - view from a particular place - a point of view. Webster - "The act or state of looking out".

Broadened - To expand (expanded). To extend (extended). We are expanding - extending our point of view. The way we look at things. Outlook is a product of our experiences. Our experiences condition the way we accept and work in our environment. How much we do and how we do it depends upon how we perceive we shall benefit from it. We are motivated to act. The job here has been to motivate you to broaden your perspective and predisposition to act. You in turn, it is hoped, will pass this on to those with whom you work.

What is motivation? Psychologists reduce it to response to needs. Physical - psychological. John Dewey - one wants to do it!

Physical needs - obvious - response quite uniform. Food, water, air, shelter, sex, new experience, companionship, security.

Psychological needs vary among societies, groups, individuals. Varies with experience and conditioning. Increases with increased awareness Reward, Recognition, Achievement, Knowledge, etc.

Many ways of approaching our problem. Reading, Travel, Discussion, Reflection.

Not an easy road - you've got your neck "way out".

Ailments of executives - Roy Pearson, Near-sighted virus - farsighted virus; decision virus - indecision virus; twitch virus - inertia virus.

We don't want to aggravate - but to facilitate - motivate by sensitizing feeling.

You've done some reading, had some discussion - and we'll have some more. Then we'll do some reflection.

The very movement of which you are a part has made this kind of activity necessary - training in Industrial and Mechanic Arts. Scientific revolution, Industrial revolution, Tremendous amount of research coincides with development of land-grant college

Each new discovery demands change. Generate new discovery - more change, etc. Everaccelerating rate - Margaret Mead - Alfred North Whitehead.

Physical sciences have outstripped social sciences - Fielding Ogburn - "Cultural Lag" - W. G. Sumner "Folk Ways".

Necessitates social revolution for which education has had to pave the way.

Education is not keeping pace. Early development precipitated proliferation and accent on specialization. No longer meets our needs. Margaret Mead "Why is education obsolete". "Liberal Education vs Vocational Education".

Definite efforts are being made to alleviate the problems specifically in executive training.

#### Universities:

First efforts: M.I.T. 1914

Harvard Business School 1908

Education of American Business Men

1931 - M.I.T. Program for men occupying executive positions

1943 - Harvard and Stanford - War Production retraining

1943 - Residential executive development programs range in length from two weeks to one year.

Latest - Bachelor of Liberal Studies - University of Oklahoma.

#### Industry:

Difficult to know how many

Go to readers guide to periodical literature

Read through issues of Business Week - Think

Industry spending more on adult education than public education sector

Bell Telephone

C.W.A. President Biern

General Electric

Western Electric - better to retire an executive at end of ten years, on full pay, than keep him on the job if he hasn't kept up in education



Now - for some reflection.

What are you getting out of these sessions?

Are you thoughtfully examining materials presented?

What are you going to do about it when you return to the job?

Mrs. Jacobson

Dr. Ottoson

Mr. Clithero

Mr. Fryer

Dr. Colwell

Modern executive must have perspective of contemporary social, economic and political scene; one-half of the 100 largest corporations of thirty years ago are in that list today. The railroads were at the top at one time. They decided to be in the railroad business instead of the transportation business.



UNITED STATES DEPARTMENT OF AGRICULTURE  
Office of Personnel  
Washington 25, D. C.

January 11, 1963

To: Lincoln Participants

From: Loyd LaMois, Coordinator, Seminars in Executive  
Development

Subject: Supplement to Lincoln Report

In promising a "picture supplement" to your report of the Lincoln Seminar I said there would be added a few post-mortem comments from your coordinator.

My first comment is in response to the good letters many of you have sent our way. Your ideas were most welcome and your words most kind. One of the real pleasures of this business is precisely this matter of meeting and getting to know the many wonderful people throughout our Department of Agriculture. I know that each of you, also, derived your measure of satisfaction from this opportunity to translate the Department organizational chart into the warmth and vitality of people from agencies other than your own.

My second comment must be a reiteration of our closing statement on Friday morning. You recall the suggestion that the essence of our experience at Lincoln was similar to a virus in a test tube -- that the virus does not become truly "alive" until it infects living cells. Only then does it reproduce itself and become a living thing, with effects on other living things. Not the content of our week's experience, but the spirit (of honest inquiry and concern) is the virus we want to grow and spread throughout our Department. You and I, as Department people, dare not avoid the struggle and discomfort of our own personal concern in favor of an easy look at the "rule book" or the painless advice of the "expert". The minute we do that is the time we start to die as a community of managers in the public service.

This, then, is the virus we want to spill out of the Nebraska test tube: commitment to personal involvement in the issues and ideas of all our communities, each of which impinge upon or cut through others in a manner that seems to fold back and center upon us, individuals, who are the common component of each. We have asked you to do this. You will find a way.

Enough preaching. Here is a personal size-up of where we are in this project. We got off the pad at our Michigan session by arriving

at a mechanical structure which carried us through a week with a minimum of strain. At Lincoln this structure was verified as being basically sound. We now are in position to concentrate on strengthening the content here and there, along with experimenting with various "angle-of-attack" on our topic areas. (Here's where you can give us real assistance with any and all ideas you may have.) At each of our three sessions we have heard some presentations of particularly high quality and exceptional thought-provoking content. Indeed, a combination of the best of each session would fill a week with a spectacular bill of fare. I regret that full benefit of some of this "best" was lost on a rather shaky mechanical structure at our first (Gaithersburg) session.

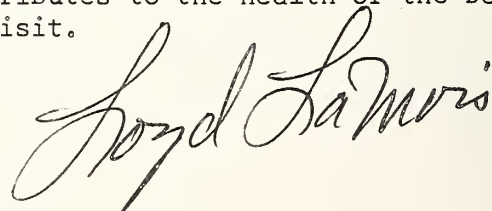
We are, however, not yet in orbit with this vehicle. We still are primarily an audience (or "trainees") rather than a gang that's got together to talk about things. This is hard to engineer. We develop habits which are hard to break; one of them is that when we get together in a training session we tend to sit still and wait to get trained. At Lincoln we took a deliberate step calculated to alter this situation. This was the giving of topic chairmanship responsibilities to our four evaluator-participants. Actually, we stumbled into this by our Michigan experiment of having one of our evaluator-participants on the program. Somehow this seems to "free" the experience from the hands of a training officer (who really shouldn't be allowed to exist as such, anyway). Rotation of conference group chairmanship (self-selection process) is also aimed at dissipating this atmosphere of "training".

We will be fully in orbit when these sessions open up to the point where most of the comments and conversation will be strictly not for publication. A frank and free-wheeling exchange of ideas and opinions (heated and otherwise) is our ultimate aim.

On the whole, we can't help but be pleased with the selection of attendees. With rather rare exceptions, all have been "participants" in the fullest sense of the word. Most have, I am sure, been sensitive to avowed purpose of the sessions, and have taken it for what it is. Some (more attuned, perhaps, to instrumental values) have been unavoidably disappointed with the lack of substance which could be immediately put to work back on the job. This situation will improve as we mature and become better established and known for what we are trying to do.

To fill out between the covers of this supplement, we have included the "official" evaluation as submitted to the boss, along with a summary of your rating-sheet check marks. To add a flavor of genuine Lincoln, Nebraska personality, we also pass on selected comments (both good and bad) from letters and the backs of your rating sheets.

It was fun. You strengthened my conviction that this is needed -- that it is good in itself -- that it contributes to the health of the Department. Please stop in and pay us a visit.

A handwritten signature in cursive script, reading "Lloyd LaMori". The signature is written in dark ink and is positioned at the bottom right of the page, below the typed text.



# COMMENTS BY LINCOLN PARTICIPANTS

at times difficult to discuss all sides of a question. Negative aspects of the present farm program, not always discussed fully, a discussion of the negative aspects. Some topics were controversial - lack of sympathy was the general attitude - lack of sympathy. Some indications of bias.

...makes it this objective. However, it seems that it might be more desirable to have an even broader and deeper spectrum than was involved in the basic format of the program--even less involvement in "shop." In regard to this, I am cognizant of the fact that a couple of the speakers did not stay with their assigned topic. This failure served to reduce the breadth of the program.

...we gained a deeper understanding of the times and complexities in the world community of nations and its impact on the welfare States. Therefore, I believe the objectives of the seminar were attained. I enjoyed it immensely and could take much

wanted to again express my thanks for the opportunity in Executive Development at the Lincoln Seminar. The shortest week that I have spent since childhood program automatically created interest and energy if we had an ounce of energy.

As I stated before leaving, I do not know at the moment just what experience will be to me. I do know that I was exposed to sufficient to cause me to want badly to broaden my perspective. Each participant

At first I wondered how the could be reached and if the costs were justified. In my mind they were justified. This has come at a period in my youth service. I wish to pick out books I have read in years. I greatly appreciate what has been done.

Lincoln and to join you in the seminar activities. It was a wonderful experience for me and stimulated a desire to become more familiar with several subjects, particularly philosophy.

The lecturers were eminently qualified to develop the subject matter in their particular fields, and apparently were deliberately chosen to show that we are a nation of special interests with widely divergent opinions as to what is necessary to accelerate economic growth in our country.

...I think that the seminar has been extremely beneficial. It should create a desire for self evaluation that will extend over a longer period than a shorter session.

"shallow thinking" individual is always someone else, I feel that this seminar was very worthwhile from my standpoint. I think that perhaps I would have received even greater benefit from it had I not been so physically close to my "own shop" and thus unable to completely divorce myself from daily activities in it while the seminar was in progress.

In my opinion, a real key to the effectiveness of such seminars involves the selection of speakers to lay the "ground work" for specific topics. Obviously, it takes time to develop a roster of appropriate speakers. Truly educated people who are real intellectual leaders, regardless of their fields of activity, are a "must" for the most effective use of these programs.

You indicated that you would like to receive my suggestions in regard to who should attend such seminars. Again, I have no specific suggestions to offer other than I think such seminars can be beneficial to personnel at many levels of responsibility. Also, I am of the opinion that maintenance of a rather heterogeneous group from the standpoint of interests and activities is highly desirable. An understanding of the objectives of the program by administrators at high levels should provide the impetus for getting the "right" people participating.

...general, from a personal viewpoint, an seminar - much food for thought - sure will stimulate me and help me in my relations with my fellow Dept. employees and community



## OFFICIAL EVALUATION OF THE SEMINAR

By

Charles F. Kiefer, Executive Director, MOS  
William L. Popham, Deputy Administrator, ARS  
Maurice P. Ward, Regional Director, AMS  
Odom Stewart, Assistant to Administrator, FHA

In evaluating the Nebraska Seminar in Executive Development, particular attention was given to (1) the place such Seminars might appropriately occupy in the Department's training program; (2) the general conduct of the Seminar - planning, organization, coordination, etc.; (3) the subject matter and the manner in which it was presented by resource speakers, and (4) the caliber of participants, their attitude, and the extent to which they entered into discussions.

The evaluation group has concurred in the following proposals:

- (1) That Seminars in Executive Development be continued as the highest level of "in house" training sponsored by the Department. Agency heads should have this in mind in nominating participants.
- (2) Speakers selected from outside the Department should be invited to participate by the Secretary, an Assistant Secretary, or the Director of Personnel.

Each speaker should receive full information as to the objectives of the Seminar and the make-up of the group -- including a clear indication of the level of responsibility represented by those who will attend.

Each speaker should have an outline of the subject matter to be covered and the names and positions held by other speakers who are invited to participate.

- (3) Each participant should receive, in advance of the Seminar, a limited amount of carefully selected reading material bearing on the topics to be discussed.

### General Comments

If the Executive Development Seminars are recognized as the highest level of "in house" training, it is important that the coordinator have adequate staff to handle, in a timely fashion, the many details associated with a training course of this character and importance.

Employees nominated to participate in these Seminars should recognize it as a privilege and a challenge.

Some changes in individual speakers would undoubtedly have been made had the organizations nominating them been better informed as to the objectives of the Seminar and the caliber of people who would participate.

The facilities at Nebraska Center are excellent for meetings of this kind.

It was the consensus of the evaluators, as well as the participants, that Mr. Loyd M. LaMois, with the aid of Miss Diane M. Westcott, did an excellent job of developing the program in an orderly manner and keeping discussions on schedule and running smoothly.

Mr. LaMois' orientation talk opening the meeting was good.

It is the feeling of the evaluation group that the report of the Lincoln Seminar speaks for itself.



## EVALUATION BY INDIVIDUALS

- More clarification is needed on what type of course to expect. An outline of the full program might help.
- The topic areas are so diverse that some advance information should be given. This would provide an opportunity for becoming acquainted with those things which are new and strange.
- The advance material that was sent was not sent far enough in advance.
- The seminar was very well planned. Additional background material prior to the problem sessions would have been helpful.
- There was some confusion as to definition of the discussion problems.
- Some felt that more time was needed in the question and answer sessions, while others felt that these sessions were valuable to clarify only. The latter suggested that the speakers visit group discussions. More time in the discussion groups would have resulted in better reports.
- The most valuable aspect of the program was in the discussion group sessions. Some felt that the benefits of this type of session could be maximized by having 3 groups of 12 rather than 4 groups of 9, while others felt that it would be a good idea to try changing the groups to enable each person to become better acquainted with more of the participants.
- At times it was difficult to discuss all sides of a question. It would have been interesting to have had a discussion of the negative aspects of the present farm program.
- Some of the topics were too confining to bring all facets and work of the Department into the discussions. Perhaps in some cases it was due to a lack of empathy.
- The discussion on philosophy, literature and religion had more value than the more parochial discussions of Department policy. This phase of the seminars could be expanded.
- The varied backgrounds of the participants might have posed somewhat of a problem in subject matter selection and what could be accomplished.
- The mixing of 20 to 25 year career people with 1 to 2 year appointees made communications difficult at times. It might be better to hold separate conferences for the two.
- Facilities were good except for the lack of a coffee shop at night and recreational activities.
- Some time should be taken for recreation during the week.

- The week could be reduced to 3 or 4 days.
- On the whole, this seminar has been extremely beneficial. It should create a desire for self evaluation that will extend over a longer period than a one day or shorter session.
- In general, this was an excellent seminar with fine participation from the group. It provided much food for thought that I'm sure will stimulate me and help me in my relations with my fellow Department employees and community.
- A couple of the people left with the feeling that they had been slightly "brain washed".
- In the line of evaluation, it is suggested that one year from now the participants meet again and study what has taken place in the last year -- were we successful in our endeavors, what additional work can be done to attain our objectives and in general, did this seminar really take in the minds of those who attended the conference?
- A comment made by one of the participants:

At first I wondered how the stated goals could be reached and if the cost could be justified. In my mind they were reached. This has come at a critical period in my government service. I now wish to pull out books I haven't looked at in years. I greatly appreciate what has been done.

# TALLY OF 26 QUESTIONNAIRES

Please rate the following in comparison with other conferences you have attended, where possible:

	Excellent	Good	Average	Poor	Unacceptable
1. The amount of emphasis placed on orientation and getting people acquainted with each other during the conference.	6	17	3		
2. Material sent you before the seminar.	2	13	7	3	1
3. The usefulness of the topic areas to top level administrators:					
Topic I	17	6	2	1	
Topic II	13	9	3	1	
Topic III	13	7	5		1
Topic IV	14	10	1	1	
4. The degree to which the speakers got their ideas across:					
Topic I	19	5	2		
Topic II	5	15	5	1	
Topic III	15	7	4		
Topic IV	17	8	1		
5. Question and answer sessions.	5	11	10		
6. Discussion group sessions.	9	10	6		1
7. Discussion questions.	3	16	5	1	1
8. Distribution of the time allotted to topics.	3	17	6		
9. Conference facilities.	22	3	1		
10. Planning and Programming (mechanics).	11	9	6		
11. Reaction to assignment of roommates.	14	7	3	2	
12. Living facilities.	21	4	1		
13. Additional Comments: (Use other side of page to complete).					



PARTICIPANTS IN FIRST THREE SEMINARS

Key:

(G) Gaithersburg, Maryland

(E) East Lansing, Michigan

(L) Lincoln, Nebraska

\* Evaluator

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